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EDUCATION WEEK

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Palm Beach Shifts Integration Focus to Housing

Michel Peltier

The land between the railroad tracks and Interstate 95 tends to be inhabited almost solely by blacks.

By Peter Schmidt

BOCA RATON, FLA.—This community of plush homes, golf courses, and polo grounds hardly has a reputation as a place where a middle-class black family can find a good housing buy.

But, thanks to an apparently unprecedented desegregation policy adopted by the Palm Beach County school board, at least one developer here recently has been going out of its way to reach the African-American market.

Levitt Corporation, which developed an apartment complex here called St. James Club, has been offering reduced rents to black apartment-hunters, marketing its townhouses in black newspapers, and taking other steps to attempt a degree of racial integration.

Other developments and even entire municipalities within Palm Beach County have followed suit and embarked on crusades to attract black families to white areas.

The impetus for these efforts is a school-board policy giving children a re-

Continued on Page 9

Michel Peltier

The most affluent residents of Palm Beach County's 2,023 square miles live in beachside homes.

O.T.A. Advises Caution in Move To National Test

System Seen Creating New Barriers to Reform

By Robert Rothman

WASHINGTON—Citing the potential abuses and misuses of tests, the Congress's research arm last week raised caution flags in the current debate over creating a new national system of student assessments.

The Office of Technology Assessment, a nonpartisan analytical agency, expressed its concern at a hearing here on the recently released report of the National Council on Education Standards and Testing, which called for national standards for student performance and a system of assessments to gauge performance against the standards.

The concerns were contained in a study by the agency on educational testing, a summary of which was released last week.

Michael J. Feuer, the project director of the study, said the two-year analysis of testing in the United States, as well as a special study of national tests in other countries, found that "there is insufficient evidence to answer key questions regarding national testing."

Among other issues, Mr. Feuer said, the Congress needs to clarify:

- The purposes for which such tests are to be put;
- The relationship between the tests and reform efforts already under way;
- Who would set the standards for the new tests; and
- Who will pay for the new assessments.

"Until these and other questions are addressed," Mr. Feuer said, the "O.T.A. finds that placing a new test or system of tests into service at the national level could easily create new barriers to many educational reforms already under way and become the next object of concern and frustration within the American school system."

Gov. Roy Romer of Colorado, the co-chairman of the standards council, said he was "appalled" at the suggestion, made by the O.T.A. and others who testified at the hearing,

Continued on Page 23

TV News Programs For Young Viewers Making a Comeback

By Mark Walsh

Television news and informational programming for young viewers, virtually absent from the major broadcast networks for the past decade, is making a comeback this year, especially on cable channels and local stations.

Underlying the trend is a combination of forces, including the spur of competition, requirements in a new federal law, and a heightened interest in children's news sparked by the Persian Gulf war.

One indicator of the trend comes from an unlikely source: MTV, or Music Television, the 10-year-old cable channel that many parents and educators view as the very symbol of American youths' preference for television over homework.

This month marked the debut of MTV's first news-magazine show for teenagers and young adults, entitled "Like We Care." The channel has also jumped into coverage of Presidential politics with its own distinctive reports from the campaign trail.

Regular news and information programs

Continued on Page 17

Revamped NCATE Posts Highs, Lows In Tides of Teacher-Education Reform

By Karen Diegmueller

For the National Council for Accreditation of Teacher Education, the past year has been one of marked highs and lows.

NCATE last year took a major step forward in its quest to create a national accreditation system, for example, when it forged an unprecedented agreement with Florida.

In November, though, it suffered a setback when the West Virginia state board of education rescinded its mandate that teacher-education institutions be NCATE-accredited.

Meanwhile, Texas institutions, limited by state law to 18 credit hours of teacher-education courses, continued to bow out of NCATE.

But the accreditation agency was riding high once again when the Council of Chief State School Officers passed a resolution late last year pledging to aid in the establishment of a common national system of accreditation.

Then, two weeks ago, the tide again shifted against NCATE when the Council of Independent Colleges authorized its staff to explore the creation of an alternative accreditation system.

That pattern of advances and setbacks is illustrative of the divisions within the education community about the value of the revamped body since it began accrediting institutions under a new set of standards in 1988.

Those divisions were sharply evident at

Continued on Page 12

Also in the news

5 **Budget-Cutting Blues**
The heralded Fairfax, Va., merit-pay plan for teachers is suspended by the school board.

Despite Recession's Impact, Tampa High on School-to-Work Link

By Robert Rothman

TAMPA, FLA.—Over the next few weeks, students at Hillsborough High School here will volunteer to gather their school records, compile their work histories, and take a specially prepared test of work-related skills.

The resulting dossiers will be fed into a computer system—and then, it is hoped, catch the eye of local employers seeking a better way to match available skills with available jobs.

Now gearing up for its second year, the program here is the first pilot test for a national initiative, known as Worklink, created by the Educational Testing Service.

Although the recession has put a damper on the first year of the project, its backers say the concept behind Worklink remains sound. They argue that the program will motivate students to work harder in school, while providing a mechanism for employers to hire well-qualified entry-level workers.

But most students at Hillsborough High appear to be taking a wait-and-see attitude.

Sylvia E. Lufriu, an occupational-assessment specialist at the school, said in a recent interview that, despite students' strong interest in Worklink, she expected that ultimately about the same number of Hillsborough High students would sign up this year as last, when 53 entered the program.

The reason, she said, is that the program is "not a proven thing yet."

"It's something new, and there's a test involved," Ms. Lufriu said. "Whenever there's a test involved, kids don't jump into it, until it's a proven success."

Business and education officials here maintain that the Worklink pilot project has already reaped benefits. And they predict it will prove itself when the economy picks up and companies become more willing to take advantage of the system to hire graduating seniors.

But educators also add a cautionary note. Unless businesses start to take greater advantage of the program, they say, it will be

Continued on Page 16

IN SUMMARY

School Fights
About 8 percent of all high-school students have been in a fight that resulted in an injury requiring medical attention during the past month, the results of a federal study show. **Page 4.**

Tighter Leash?
Two reports lambasting past management of the District of Columbia public schools are prompting local lawmakers to consider taking greater control of school finances. **Page 5.**

Recruiting Ban Overturned
A New York State court has ruled that the Rochester school board violated state law when it barred military recruiters because of the armed forces' ban on homosexuals. **Page 5.**

Controversy Over H.I.V.
Several rural school districts in Texas have been besieged by rumors and reporters following the disclosure that six local high-school students tested positive for the virus that causes AIDS. **Page 8.**

Goodbye, Appointed Boards
After more than a decade of trying, Virginia lawmakers have finally approved legislation giving state voters the right to elect school-board members. **Page 18.**

Acclaim for an Accord
Observers are hailing a recent agreement between the Education Department and the National Science Foundation to pool their resources on K-12 science and math programs. **Page 21.**

Pell Grant Parlay
Senate Democrats have dropped the most contentious provision in the bill reauthorizing the Higher Education Act—one that would have made Pell Grants an entitlement in fiscal year 1997. **Page 22.**

Capital Update	23
Commentary	24 and 32
Deadlines	26
Early Years	8
Federal File	21
Focus On:Teachers	6
Grants	26
Letters	25
Marketplace	27
State Journal	18

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ACROSS THE NATION

NATIONAL

High-School Principal Salary Tops $60,000 for First Time, Survey Finds

The average salary for high-school principals in the United States this school year topped $60,000 for the first time, but their annual pay increase is the lowest in the past decade, according to a survey by the National Association of Secondary School Principals.

The average salary this year is $61,768, a 4.5 percent increase from last school year, the survey shows. In past years, increases have been well above the Consumer Price Index, said Paul W. Hersey, the association's director of professional assistance. This year, raises were close to the rise in the index, which was 4.2 percent.

Junior-high-school principals average $57,504, and elementary-school principals $53,856, the survey said.

For the sixth consecutive year, principals in the Far West are earning more than their colleagues in other areas. The lowest salaries paid are in the Southeast.

■ **States' "growing acceptance" of the need to involve families in all levels of children's schooling has translated into a wide range of programs that "help schools create structures that are welcoming and supportive of all families,"** a new study shows.

The report, prepared by the Council of Chief State School Officers' Resource Center on Educational Equity, presents case studies of four states that have made family and community involvement "central to the success of the states' school-reform and restructuring efforts."

It describes how Alabama is using community education to educate families and link them with services, and how Minnesota's Early Childhood and Family Education program combines early-childhood and parenting education and support services at 300 community sites statewide.

It details how trained parent educators work with the parents of at-risk children in their homes and neighborhoods in Florida's First Start Program and how the state is promoting "full-service schools" that offer health, education, and other services. It also catalogs California's efforts to ensure schools design programs that offer "multiple avenues of family involvement."

"These policies and laws represent wedges of opportunity for parents to become active players in determining the quality of the education" their children get, the report says.

Copies of "Families in Schools: State Strategies and Policies to Improve Family Involvement in Education," are available for $5 each by writing to Ron Bisaillon, Council of Chief State School Officers, 1 Massachussetts Ave., N.W., Suite 700, Washington, D.C. 20001. ■

STATES

Mass. Panel Urges $300 Million For New Technology in Schools

The state of Massachusetts should spend approximately $300 million over the next five years to upgrade the electronic-learning capabilities of its public schools, an advisory panel has recommended.

In a report issued this month, the Massachusetts Technology Advisory Committee said that the money should be used to help every school devise its own technology plan to make better use of computers, distance learning, and other electronic capabilities.

"The committee felt that Massachusetts has been in the forefront of technology development for a long time," said Maria Rodriguez, a spokesman for the state's education secretary. "Yet, there are other states that are ahead of us in getting [our] classrooms on line."

The recommendations were based, in part, on proposals contained in a similar report prepared under the sweeping reform effort under way in Kentucky.

Massachusetts' committee on educational policy, an oversight board, considered the recommendations after a hands-on session with equipment at Wareham High School, the first school in the state specifically wired to accommodate electronic-learning techniques.

But officials said that the economic recession makes it unlikely that the recommendations will be implemented systematically in the near future.

■ **Workers in institutions for emotionally disturbed children in New York State may be relying too heavily on physical force—such as putting children in straitjackets or locked "time out" rooms—to control children's disruptive behavior,** according to a new report by a state panel.

In its review of 850 child-abuse complaints filed during a three-year period, the New York State Commission on Quality of Care for the Mentally Retarded found that nearly one-fourth of the reports involved allegations that children were being inappropriately restrained or secluded. In more than half of the complaints alleging physical abuse, workers were trying to control problem behavior in children.

The report found that the majority of the incidents took place when children were not taking part in structured activities or after 5 P.M., when the primary therapist was off duty.

"There are a lot of ways of dealing with children to calm them down and deal with an explosive situation short of physical restraint," said Clarence J. Sundram, the panel's chairman. "Most of these incidents occurred after hours when child-care staff were essentially on their own trying to control children."

The study also found that nearly half of the complaints involved children who were "repeat" victims, meaning that they had been involved in more than one alleged incident.

■ **The Arkansas State Board of Education has rejected a proposed consolidation of two all-white school districts in Jackson County that do not share a common border.**

Although the Jackson County Board of Education approved the merger request from the Grubbs and Swifton districts, the state board later denied it for several reasons, according to Nancy M. Wood, the board's chairman.

The consolidation would "not foster desegregation," Ms. Wood said, nor were the schools "proposing a strong enough curriculum to make the merger worthwhile."

According to Swifton's superintendent, Glenn D. Fugett, the two districts proposed the consolidation for "economic reasons" and because both are in "small towns" that share a similar character.

For the past two years, Mr. Fugett said, Swifton has attempted to unite with the neighboring Tuckerman district, whose enrollment is 10 percent to 15 percent black, but the two districts could not agree on what schools might be eliminated or annexed as a result.

The state board has referred the matter to the state legislature's desegregation-oversight committee for review. ■

Food for Thought

A popular new Philadelphia snack food, Chumpies Potato Chips, aims to do more than satisfy a momentary craving.

The purple 25-cent packages feature the "Home Boys," a multiracial trio of well-dressed young men, who, in a message on the back of each pack, urge teenagers to stay in school and avoid drugs.

Jerry Ridgley, the president of Home Boys Distributors, came up with the idea of marketing chips with an anti-drug message to help community children stay out of trouble.

Loel Barr

"What better way to touch children than through their stomachs?" asks Mr. Ridgley, an 18-year veteran of the potato-chip industry.

The chips, which take their name from current slang for something good or positive, have proved so popular that the company is looking for real-life "Home Boys" and "Home Girls Sweeties" to visit area schools.

"Girls would call day and night asking to speak to Kareem, Rafael, and Eric," Mr. Ridgley says.

The company sells more than 750,000 bags a week and plans this week to introduce its "Home Girls" line of chips.

The company has also received praise from educators and social-services officials. And, according to Zahir Ra, the company's public-relations director, "The message is in the chips."

—L.D.

DISTRICTS

Chicago Inks Teacher-Training Pact With New Russian Republic

Chicago-area schools last week entered into what the district terms a "historic" teacher-training partnership with the new Russian republic.

Superintendent Ted D. Kimbrough of Chicago and Minister of Education Edward Dneprov of Russia signed an agreement at the Chicago Board of Education headquarters to develop a series of training workshops.

Beginning later this year, several elementary and secondary schools in Chicago, Moscow, and Amsterdam will take part in "Project Metropolis," a collaborative effort funded by International Movement Towards Education, a nonprofit advocacy group.

Chicago was asked to participate because its ethnic diversity and poverty levels closely match those of Moscow, officials said.

The exchange will allow teachers and students to share ideas on faculty training, assessment methods, administrative practices, and vocational and academic curriculum.

Beau Fly Jones, the director of the North Central Regional Educational Lab, which is coordinating the Chicago exchange, emphasized that the workshops will benefit both school systems.

"Besides giving them new curricular options," Ms. Jones said, "there is a tremendous value in giving our teachers an understanding of living in a global village."

■ **A federal judge has ruled that the Cincinnati public schools are complying with a consent decree to achieve racial balance among the district's teaching staff.**

The district, however, remains under court order to improve student performance and ensure that its student-discipline policies are racially unbiased in eight low-achieving elementary schools.

The Bronson agreement, as the 1984 consent decree is known, settled a 10-year-old lawsuit that accused the district of illegally segregating students and teachers. With this month's decision by U.S. District Judge Walter H. Rice, the school district has been released from all but 2 of the decree's original 10 components.

The National Association for the Advancement of Colored People, which brought the original lawsuit, had asked the judge to continue monitoring the district's compliance with the order on staff racial balance.

■ **The Philadelphia school district last week announced the creation of a partnership among Yale University, Temple University, and the district to pilot an integrated approach to meeting the educational and support need of schoolchildren.**

The program, "Comprehensive Approach to Schooling Success," combines elements of the school-improvement model developed by the child psychiatrist James P. Comer of Yale with a program developed by Margaret C. Wang, director of Temple's Center for Research in Human Development and Education.

Ms. Wang's "Adapative Learning Environments Model" recognizes that children learn in different ways and need different kinds of instruction. Classrooms run under the model may include regular, special-education, and gifted students working at work stations on self-selected projects.

Dr. Comer's program, widely used in urban districts across the country, stresses enhanced parental involvement, the sharing of authority by educators, and regular involvement of mental-health professionals to solve behavioral problems.

The program will begin at two district elementary schools and one middle school.

■ **The Minnesota Department of Human Rights has ruled that a high school in Hopkins failed to ensure a nondiscriminatory environment for African-Americans when it failed to act promptly to discipline a teacher for racist remarks.**

In the first ruling of its kind in the state, the state department said officials of Hopkins High School failed to act promptly to suspend a teacher who verbally harassed black students and claimed that black people are less intelligent than those of other races.

The high school last year suspended the teacher for 10 days without pay in connection with the incident, but not until more than a month after concerned parents had filed a complaint with state officials.

The school's failure to take prompt action, the department wrote, is "strong evidence" of its acquiescence to discriminatory action by employees.

■ **A 20-year veteran of the Neptune, N.J., schools faces school-district charges for allegedly making racist comments on a call-in radio program.**

The Neptune (N.J.) Board of Education suspended David C. Clark, an English teacher at Neptune Senior High, four days after the show aired on WABC-AM.

Mr. Clark could be charged with conduct unbecoming a teacher, which could lead to his dismissal, officials said.

During the broadcast, Mr. Clark allegedly said: "In 200 years we went to the moon. In 2,000 years, [Africans] are still over there urinating in their own drinking and bathing water."

Steven Cohen, a lawyer hired by the Neptune Township Education Association to represent Mr. Clark, said the remarks had been taken out of context in a discussion of teaching translated African literature in an American literature course.

Mr. Cohen also threatened to file a federal civil-rights suit if the board attempts to fire the teacher. ■

■ **A federal judge this month sentenced a former Louisiana school-board president to 27 months in jail and fined him $10,000 for trying to extort contract kickbacks.**

U.S. District Judge Marcel Livaudais in New Orleans sentenced W.L. (Bill) Folse, the former St. Tammany Parish school-board president who had pleaded guilty to seven counts of extortion.

Testimony at a sentencing hearing indicated that Mr. Folse solicited kickbacks from engineers and architects who sought school-construction contracts. Prosecutors unsuccessfully argued for a longer sentence for Mr. Folse, saying he had organized a kickback scam that involved other board members.

Another former board member, Donald Crockett, has already pleaded guilty and been sentenced to 21 months in prison for extortion.

DIMENSIONS

Participation in Breakfast Program

Fewer than half of the nation's schools participating in the national school-lunch program also offer breakfast, according to a report by the Food Research and Action Center.

The Washington-based advocacy group reports in "School Breakfast Score Card" that, over all, just 48.8 percent of schools offering lunch under the federally supported program also offer breakfast.

The program is a federal entitlement available to all public and to nonprofit private schools. Reduced-price or free meals are available to needy students.

In a state-by-state comparison, West Virginia posted the largest percentage of schools participating in both the breakfast and lunch programs (98.7 percent), and Utah had the smallest percentage (14.1 percent).

The report cites research showing that children who eat breakfast do better in school and are less disruptive.

"The bad news is that potentially millions of schoolchildren do not receive this boost to academic excellence because their schools haven't requested the federal money to run a breakfast program," said Robert J. Fersh, the center's director.

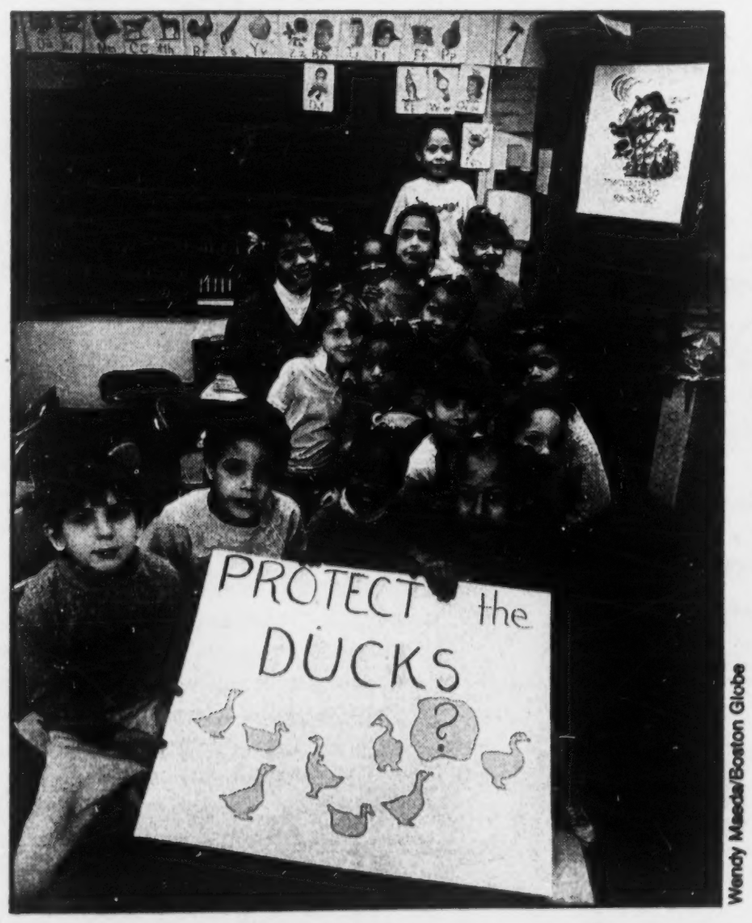
More information is available from the Food Research and Action Center, 1875 Connecticut Ave., N.W., Suite 540, Washington, D.C. 20009; telephone (202) 986-2200.

Participation in National School Breakfast Program: 1991

Top 10 States	Percent of Schools Participating*	Bottom 10 States	Percent of Schools Participating*
West Virginia	98.7	Connecticut	24.8
District of Columbia	96.6	New Jersey	24.6
Texas	95.0	Montana	21.6
Delaware	89.0	Nebraska	19.5
Hawaii	87.3	Michigan	17.4
North Carolina	84.9	Wyoming	17.4
Tennessee	81.8	North Dakota	16.9
Florida	74.0	Wisconsin	16.3
Mississippi	73.3	Kansas	15.0
Arkansas	56.8	Utah	14.1

* of schools in national school lunch program.
SOURCE: Food Research and Action Center

Getting Their Ducks in a Row



Wendy Maeda/Boston Globe

Students at the Rafael Hernandez Bilingual School in Roxbury, Mass., show off a poster they have designed for their campaign for better lighting in Boston's Public Garden to protect the sculpture honoring Robert McCloskey's children's book *Make Way for Ducklings*. Recently, the likeness of Ouack, one of the stars of the book, was stolen from the park.

UPDATE

■ **The South Carolina Board of Education has approved the purchase of $1.2 million in error-ridden history textbooks.**

The board, acting this month, approved the purchase of the six history books provided that the publishers agree to make corrections, develop an error-correction process, and assume financial liability if they are not able to correct the books in time for next fall.

Researchers at the state education department had identified 210 errors in three of the six titles to be purchased for high-school history classes.

In January, the board voted to delay consideration of the texts after a school-board member noticed that three of the books recommended for adoption had also come under fire in Texas for errors. *(See Education Week, Jan. 22, 1992.)*

The Texas state board finally approved those books this month. ■

Correction

An article on teacher furloughs in the Feb. 12, 1992 issue incorrectly identified Jewell Gould. He is the research director for the American Federation of Teachers.

The pairing allows the college to concentrate on its strengths—the theoretical underpinnings of education—while at the same time offering students the practical knowledge they seek, he notes.

It was the National Center for Human Development's success with its outreach programs on conflict-mediation and teaching at-risk students that made the arrangement seem natural, Mr. Velder says.

"The association with a psychiatric institute may seem unusual," observes Careen R. Mayer, the director of community-education services for the national center, "but we are very much into prevention, and our education arm and all of this work fits in beautifully" with Goucher's academic expertise.

"We know what the real problems are," Ms. Mayer says. "What we hear from teachers is, 'Tell me how to handle 40 of them at one time with eight [skill] levels, hyperactive kids, kids from dysfunctional families,' and all that impinging upon them in 50 minutes."

The new master's program is "certainly not a cure-all," she adds, "but it's a good step in the direction of giving teachers the support and information they need to work in a very different environment."

The core courses are designed to give students a frame of reference against which to judge the forces buffeting their profession, Mr. Velder says.

"My own bias is that we tend in education to jump on and off bandwagons," he says. To evaluate the rapid shifts, he adds, students need to have "breadth of background and the ability to analyze critically."

Grappling With Academic Issues

Mr. Velder teaches the class on contemporary issues in education. Students will read four authors, ranging from John Dewey to a Marxist critic of education to two "traditionalists" arguing for classical studies of the academic disciplines.

During a recent session, Mr. Velder's class pondered the difference between "schooling" and "education" and got into a spirited debate over whether students need to be taught English grammar.

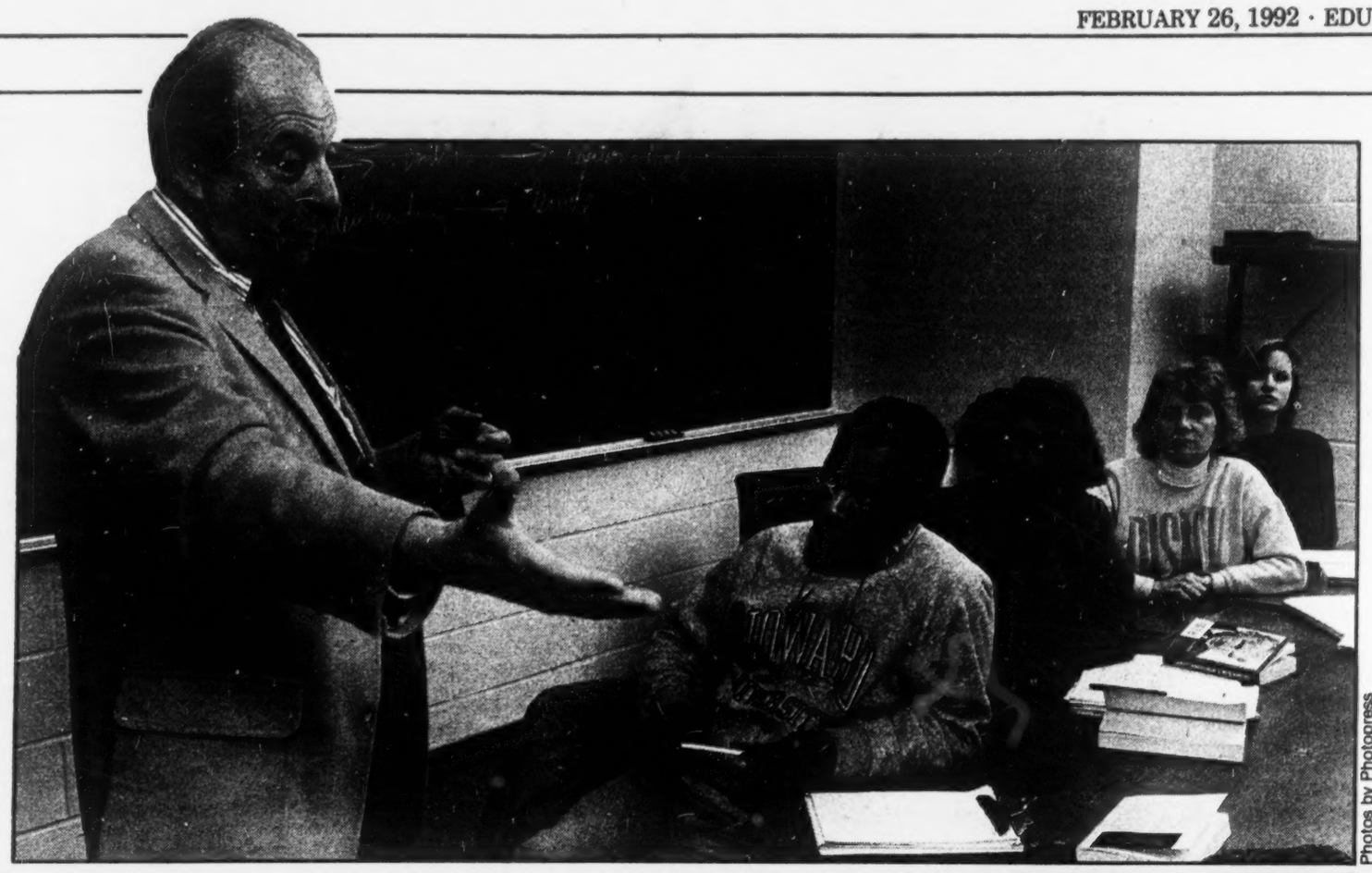
The students also grappled with the implications of schools' tendency to "dummy down" the curriculum for some students, noting that the practice reinforces the country's subtle class system.

The bulk of the lesson was devoted to a discussion of Arthur Bestor's *Educational Wastelands*, a critique first published in 1953 that takes "educationalists" to task for the demise of rigorous courses.

While the author's notion of attending solely to academics seemed appealing to the students, it was clearly viewed as impractical.

"I am wondering how you cannot deal with a kid who is being abused or not being fed or whose immediate needs are not being met," Ms. Mullin says of the book's argument. "How can you look at that, and not deal with that?"

On the other hand, she notes a bit wistfully, "It would be great to just walk in and teach." ■



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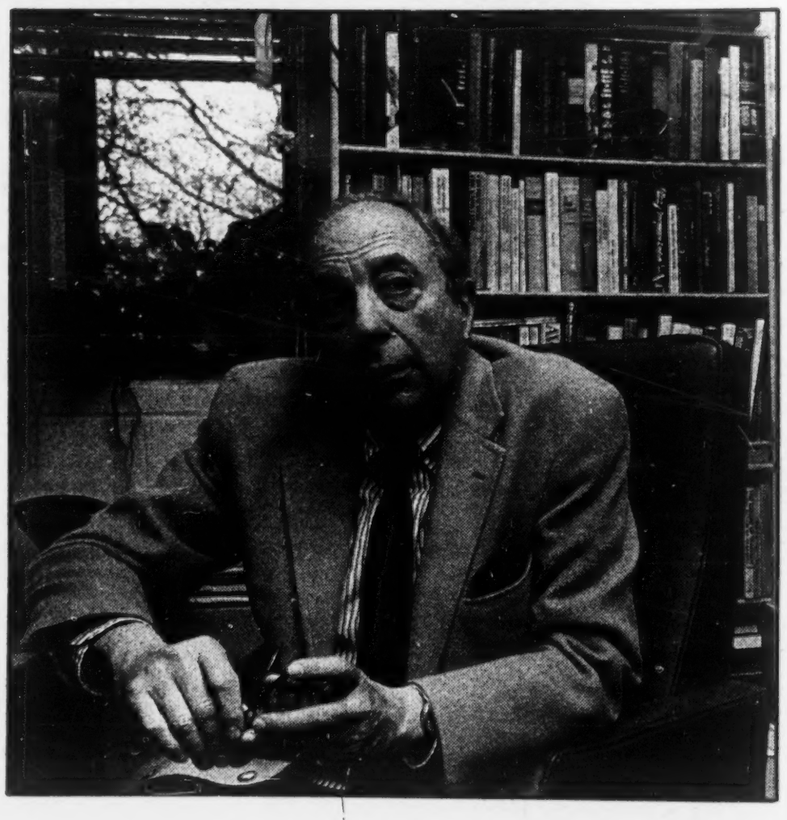

Eli Velder, right, directs Goucher College's new master's program in education that specializes in preparing students to teach sociologically and psychologically disadvantaged students—children commonly referred to as being "at risk" of failing in school. Above, Mr. Velder teaches a course examining contemporary issues in education.

they know about education since we've all been to school. We bring away very strong memories of our own school experiences. We remember good teachers and we remember bad teachers, and we think we're completely familiar with what happens.

But we experienced that as students, not as adults. I think most people have no idea what goes into teaching 30 kids in a classroom every single day.

Q. And that's what you want to show in the book?

A. I hope some of it comes across. I can't expect to present everything in the book. We need perhaps lots of movies and television programs, as well as stories by teachers, and much more writing in the public, so the public begins to hear teachers' voices in many media.

I think they need to hear it over and over again in many ways from lots of different teachers whose backgrounds and experiences are different. One book is only a very, very small beginning of what actually needs to be presented to the larger public.

Q. So non-educators are the audience you're trying to reach with the book?

A. I hope that the book gets out to the larger public beyond the education profession. It's really aimed at people who care or should care about education.

Q. In addition to the teachers' accounts, you include a chapter in which you propose two new roles in schools—a "community-linking teacher" and a "social-systems worker." Can you explain those roles?

A. The community-linking teacher position is designed to create an advocacy base for schools among the public. It would be a teacher whose role it was to inform the public in many different ways about what's going on in schools.

There would be one per school or one per district, so that every community would have a person whose job it was to respond to the public, to go to meetings, to give radio interviews, to write stories. The public would gain access to what's happening in schools that way.

Another role that we really thought had to be re-established in a sense was the social-systems worker. Formerly, school counselors or nurses took on some of the health-care and safety issues that needed attention. But we need a position in school for a person who does nothing but pay attention to the emotional and physical well-being of children.

That will then free the teacher to teach and not be overburdened with these other needs children bring that teachers really cannot handle. We need somebody who is knowledgeable about the social-service system and has access to it to act on behalf of each child. ■

DIMENSIONS

Math Teachers' Backgrounds

Comprehensive Populations	Percent of Schools Where Teacher Teaches Math Most or All the Time[1]	Percent of Schools Where All Math Teachers Have Taken Some Post-Secondary Math Courses	Percent of Schools Where Math Classes are Based on Ability[1]
Korea	88 (5.2)	12 (7.2)	0 (0.0)
Taiwan	99 (1.2)	37 (7.2)	63 (7.6)
Switzerland 15 Cantons	25 (4.9)§	18 (4.5)§	18 (7.3)§
Former Soviet Union Russian-speaking Schools in 14 Republics	92 (2.9)	79 (7.9)	18 (3.0)
Hungary	53 (9.6)	100 (0.0)	0 (0.0)
France	91 (3.3)	30 (8.2)	27 (7.3)
Emilia-Romagna, Italy Ω	16 (4.3)	24 (5.4)	17 (4.7)
Israel Hebrew-speaking Schools	87 (4.0)	35 (8.4)	74 (7.2)
Canada	31 (1.4)	44 (2.0)	10 (1.3)
Scotland Ω	100 (0.0)	80 (4.5)	16 (4.1)
Ireland	71 (5.0)	53 (5.2)	67 (6.1)
Slovenia	99 (1.3)	96 (2.4)	2 (1.6)
Spain Spanish-speaking Schools except in Cataluna	82 (4.7)	48 (5.8)	3 (1.8)
United States Ω	95 (4.8)	76 (*)	56 (*)
Jordan	99 (0.7)	81 (6.2)	5 (2.6)

[1] IAEP School Questionnaire, Age 13.
§ Results represent percent of classrooms in schools.
* Jackknifed standard errors are greater than 9.9.
Ω Combined school and student participation rate is below .70; interpret results with extreme caution because of nonresponse bias.

SOURCE: Educational Testing Service
NOTE: Standard errors in parentheses.

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ARTHUR E. WISE
NCATE

"When we agree on common national standards, we will strengthen our collective power to insist that these standards be met."

CECIL MISKEL
University of Michigan

"I just don't believe meeting all [the NCATE standards] will actually produce a better school of education or teacher-education program."

Chris Stewart

DOLORES ESCOBAR
San Jose State University

"The deciding point was this, whether we wanted to make cosmetic changes or . . . make the changes we really wanted to make. We decided on the latter."

NCATE Posts Highs and Lows in Tides of Reform

Continued from Page 1

last year's annual meeting of the American Association of Colleges for Teacher Education, where educators voiced strong frustration over the agency's recently increased fees and the high failure rate of institutions unable to meet the agency's tougher standards.

NCATE had seemed headed for a quieter time at this year's AACTE meeting, being held in San Antonio this week. But then the Council of Independent Colleges announced its intention to establish an alternative system. *(See related story, page 15.)*

For those involved with NCATE, the complaints and challenges are an inevitable part of the effort to create a more effective system for evaluating teacher-education programs.

"The fallout that we're reading about and hearing about now was very much expected . . . as we built the [more rigorous] system," said Richard Kunkel, the former NCATE executive director who guided the agency through its redesign.

"The reason why it is happening is because the system is toughening up," he said. "It's operating out of strength rather than weakness."

Others suggest, though, that the value of NCATE can only be judged by its impact on institutions and, ultimately, on new teachers.

"There is always going to be a tension between the institutions and any accreditation body," said Marilyn Guy, the incoming president of AACTE. "But the bottom line is, does this process make a positive difference in the way we prepare teachers. Does it make a difference?"

Producing Better Programs?

For Marilyn J. Harring, the dean of education at Purdue University, the answer is clear: NCATE produces a better program.

In preparation for NCATE, Ms. Harring said, she met weekly with the school's teacher-education council, where "some of the most important conversations I ever heard about teacher education occurred."

"There are many things that could occupy my attention," she said. "Nothing is more important to me than our NCATE visit."

But Cecil Miskel, the dean of education at the University of Michigan, takes the opposite view. His school withdrew from NCATE last year.

"Seeking accreditation is a very expensive, arduous kind of process," Mr. Miskel said. "It takes a lot of faculty time and other resources, and you balance that off [against] the benefits of belonging."

"In my estimation, there are not very many reasons that counterbalance all the effort that it takes to belong," he said. "I just don't believe meeting all [the standards] will actually produce a better school of education or teacher-education program."

At this juncture, most institutions are on Mr. Miskel's side, apparently believing they do not need accreditation or cannot meet the standards. Of the 1,200 institutions that prepare teachers, only 500 submit themselves to the accreditation process.

A Common National System

Nevertheless, Arthur E. Wise, the president of NCATE, and his supporters think they are on the road to building a common national system of accreditation to guarantee the quality of teaching.

Under such a system, institutions that did not make the grade would have to improve or stop preparing teachers because states would no longer license their graduates.

Few educators dispute the ability of some of the more prestigious institutions to prepare competent teachers even without NCATE accreditation.

"It's easy to put your finger on the good ones [that are nonaccredited] and the bad ones," Mr. Kunkel said. But, he added, it is difficult to identify the institutions at the margins.

Mr. Kunkel contends that the prestigious institutions have contributed to the problem.

"They are really hurting the profession," he said. "Regardless of their value, they are creating a shadow that other institutions can hide under."

To rectify such situations, NCATE has to convince state policymakers and educators that this is the way to improve education.

"When we agree on common national standards, we will strengthen our collective power to insist that these standards be met," Mr. Wise wrote in a recent NCATE newsletter. "We will buttress ourselves against the kind of legislation that has occurred in Texas, because there will be a common agreement nationally that what we stand for is real and important. Divided we can fall one by one, but when we all unite, we tell the story in a way that compels policymakers to listen."

No More 'Paper Chasing'

Few policymakers would have listened before the redesign. As far back as 1978, the accreditation body was under pressure to change.

State officials questioned the relevance of this voluntary organization, and, at one point, the C.C.S.S.O. was preparing to defect.

"The process [involved] a lot of 'paper chasing' that didn't result in the kinds of stringent oversight we wanted," said Gene Wilhoit, the executive director of the National Association of State Boards of Education.

Within the profession, the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities gave the body an ultimatum: Change or an alternative accreditation system would be developed.

Institutions were concerned about the participation of state-government officials, and various constituents within the teacher-education community were suspicious of each other, according to a forthcoming book by Hendrik D. Gideonse, an education professor at the University of Cincinnati.

A 1980 study by Michigan State University researchers found that, although the agency did a reasonable job in ferreting out serious problems, the standards were vague. Moreover, institutions had effective control over the membership of the site-visit teams that would evaluate them.

Higher Fees, Less Power

After years of work and considerable political maneuvering, a fragile coalition approved a restructured NCATE in 1986.

The remodeled agency had a broader constituency, a revised training program for the teams of volunteers that would visit and review the institutions, a state-recognition board to work with state officials, and a new set of standards that were intended to be more rigorous.

To implement the kind of accreditation process envisioned under the redesign, NCATE sought an infusion of new money last year. Mr. Wise asked for an increase that would double institutional fees over a two-year period. By next school year, the fees will range from $1,000 for programs with 50 or fewer graduates to $1,800 for programs with more than 500 graduates.

Many educators, worried about their budgets, were angry. But what seemed to gall them more was the realization that the increase marked the first time the AACTE constituency had lost an executive-board vote.

With only one-fourth of the votes on the board, the teacher-education institutions could no longer ensure that their voice would prevail. Now, the other three constituencies—teachers' unions, state policymakers, and learned societies—could wield more power.

While some members of the education community recognized that the break was a necessary one if NCATE was going to establish credibility, others viewed it as akin to taxation without representation.

Consequently, issues of governance and fees are still unresolved. As Ms. Guy of AACTE pointed out, between the fees of individual institutions and her group's constituent dues, the institutions cover about 65 percent of NCATE's budget but get only 25 percent of the vote on the executive board.

The governance issue could heat up again if NCATE seeks higher constituency dues. Voluntary contributions have been insufficient.

Keith B. Geiger, who serves as the chairman of NCATE, recently sent out another letter to constituent groups asking for voluntary contributions. "There is no question dues are going to have to be increased," said Mr. Geiger, the president of the National Education Association.

Constitutent dues range from $6,000 for some of the specialty groups to $100,000 for AACTE.

"AACTE is on record as moving very cautiously about wanting to double its financial commitment, especially at a time when the policy arena is

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NCATE Examiners in Training Hone the Skill of Skepticism

By Karen Diegmueller

GAINESVILLE, FLA.—Ron G. Joekel wants to know why the 20 or so members of his cadre of future site examiners are all over the map on the question of whether the University of Florida has passed one of the standards established by the National Council for Accreditation of Teacher Education.

On a scale of 0 to 3, with 3 denoting passage, most members of the cadre have given the university a 2 or 3 under the criteria that make up the standard; some have marked 1. Apart from Mr. Joekel, only one or two have written down 0.

So why the discrepancy, asks Mr. Joekel, the chairman of educational administration at the University of Nebraska-Lincoln.

"I was fooled by the glittering generalities," one woman confesses.

During this session—the first time the new NCATE training class breaks into cadres to discuss and dissect the 18 standards its members will judge as they visit institutions across the country—a lack of skepticism is permissible.

By week's end, though, the students will be expected to apply the lessons of their intensive course.

"The burden is on [the institutions] to convince us," Mr. Joekel tells his charges. "It's not that we don't trust them, but it's our responsibility to verify the information."

Mr. Joekel explains that he gave the University of Florida some low ratings because he had not yet seen the necessary documentation.

To most members of the education community, NCATE is the five- and six-member teams of volunteers that sweep onto their campuses for a brief visit that will determine the accreditation status of their institution.

But the smaller, more intensively trained board of examiners has been the target of criticism since it was redesigned. To clear up some of the mysteries that surround it, the accrediting body last November allowed an *Education Week* reporter to train alongside the 43 members of the newest class of examiners.

A Mixture of Volunteers

The volunteer examiners are nominated by their constituent groups. Of the 43 in the training class, 15 were selected by the nation's two major teachers' unions, 13 by the American Association of Colleges for Teacher Education, 12 by such specialty area groups as the National Council of Teachers of English, and 3 by the Council of Chief State School Officers.

Before they arrive at the training site, the volunteers are expected to have completed their homework from the myriad reports, papers, and exercises NCATE has sent them.

On Saturday night, the trainees meet for the first time. They are greeted by a videotaped message from Arthur E. Wise, the president of NCATE, who tells trainees: "You will be the representative of NCATE. You will be the one people remember."

Although Mr. Wise will put in an appearance later in the week, Donna M. Gollnick, the vice president of NCATE, runs the training.

She has brought aboard Kenneth Howey and Nancy Zimpher, both of Ohio State University; Boyce Williams of Elizabeth City State University; and Mr. Joekel.

David C. Smith, the dean of education, and his faculty at the University of Florida have offered themselves as guinea pigs for the simulated exercises.

Sessions begin daily at 8:30 A.M. and continue well into the evening all but two days. Even during the few free evenings the group has, conversations focus on the training or a related subject.

But there are few complaints about the amount of work.

Sandra L. Robinson, the associate dean of education at the University

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very active," said Gary D Fenstermacher, the outgoing president of AACTE. Institutions "are asking all the time what they're paying for."

Rigorous Standards

Since NCATE began judging institutions on the basis of the revised standards in the fall of 1988, it has reviewed 207, or about 40 percent of the 499 institutions on its roster.

Under the new standards, two-thirds of the institutions have been accredited outright. Nearly a quarter, 23 percent, have failed, while 10.6 percent have been accredited pending specified changes.

The reason for the relatively high rate of problems, suggested Donald W. Jones, a Ball State University professor who is studying the new process, is that many institutions have been caught unawares.

"The rigor associated with many of [the standards] is a shocker," Mr. Jones said. "It has taken a few years for the profession to understand what is happening."

San Jose State University, for example, was devastated when it lost its accreditation in 1989. "To be told you're not of national quality is very hard," Dolores A Escobar, then the new education dean at San Jose, recalled. "It was quite a blow."

Initially, she said, the school was in a state of anger, then denial. Then it did a self-assessment, which found that, in some areas, the school had not done a good job of presenting itself, while, in others, there was room for improvement.

"The deciding point was this, whether we wanted to make cosmetic changes to pass or whether we go in depth to make the changes we really wanted to make," Ms. Escobar explained. "We decided on the latter,".

As San Jose prepares for a second site visit, it knows far better what to expect and has spent conservatively $145,000 to carry out the process.

Working Through Problems

Jimmie Applegate, a professor of education at Central Washington University, believes that NCATE was partly at fault during the initial implementation phase. "Everybody understood this was to be a developing process," he said. "There were a lot of problems to begin with, which are now being worked through. There does not appear to be now what I characterized as an almost perverse pride in failing institutions."

The maturation includes a change in the "folio-review process," which required institutions to submit up to thousands of pages of documentation about their programs to the specialty-areas study board.

"The most negative part of our examination was folio review," said Mr. Kunkel, who is now the education dean at Auburn University. "It is so slipshodly done that it is destructive."

In September, the NCATE executive board voted to streamline the process, limiting the folio and accompanying documentation to 126 pages.

"It was clearly out of hand," Mr. Wise said. "This is one step we have taken, and there will be others in the future."

What will not change, at least for now, are the standards.

Mr. Wise said any modifications will wait until all of the institutions undergo their first accreditation round. At the current pace, that will take another two and a half years.

Institutions have had the most difficulty meeting standards for faculty qualifications and assignments and knowledge base. Over all, they have fared best in the student category.

Institutions also have been cited consistently for weaknesses in such areas as excessive teaching loads and curriculum design.

Time and again, the institutions have been cited for failing to provide adequate assistance to beginning professionals and failing to conduct follow-up evaluations of graduates.

Institutions have been cited least often in their ability to ensure that graduates completed their prescribed programs and that the content of specialty-studies curricula was well-planned and required a high level of competence.

Cultural Diversity

The criterion calling for cultural and gender diversity among faculty, however, stands out for both the number of units cited for weakness and the number of units that complied with every other criteria but this one. Ninety-eight units have been found to have insufficient diversity, and 21 failed only to meet this criterion.

Cultural diversity posed a problem for institutions throughout the standards, in categories relating to faculty, students, or curriculum.

Multiculturalism has evolved into one of the major conflicts between institutions and the agency.

"I fear we won't be accredited, but for the wrong reasons," said one educator who voiced the concerns of many of his peers, particularly those from Midwestern institutions.

"Our dean has worked as hard and as intelligently as anyone I know to recruit both minority faculty members and students," said the educator, who asked not to be identified. Yet, out of a tenure-track faculty of 130 at that school, fewer than 5 are members of minority groups.

"It goes to the heart of some fundamental values," Mr. Wise responded. While the student population becomes increasingly diverse, the teaching force is overwhelmingly white and female at the precollegiate level. At the college level, the teaching force is largely male.

"It is incumbent upon colleges of education to do what they can to provide a multicultural perspective," Mr. Wise insisted.

The agency and institutions have also locked horns over resources. Some educators complain that their institutions cannot meet the more rigorous requirements given their financial situation.

One dean of education in New Jersey said she knows her school will never pass the faculty-load standard of 12 or fewer credit hours per semester, due largely to limited resources.

The complaint is particularly widespread among smaller institutions, although the available data do not support the contention that smaller institutions' failure rate is disproportionately higher than that of larger institutions.

Knowledge Base Stressed

Even if institutions are unable to meet the diversity or resource requirements, they normally are not denied accreditation on one of those bases alone. Varying weights are given to standards.

NCATE places the greatest import on curriculum design, faculty qualifications and assignments, governance, and resources. Should an institution fail to meet any two of those standards, it is likely to be denied accreditation, according to Donna M. Gollnick, the vice president of NCATE. Even then, Ms. Gollnick added, it depends on the degree to which they are

Continued on Page 15

NCATE Accreditation Decisions, 1989-91

	1989		1990		1991		
	April	Sept.	April	Sept.	April	Sept.	Totals
Accredited	15	8.5	33	20	33	28	137.5
Accredited With Stipulations	2	6	6	3	2.5	2.5	22
Denied Accreditation	6	8.5	11	11	4.5	8.5	47.5

Decimals indicate that some institutions offer only basic programs and others offer only advanced programs.

SOURCE: National Council for Accreditation of Teacher Education

Weaknesses Cited Most Often

Criteria	Number of Institutions
Faculty lacks sufficient cultural or gender diversity.	98
Assistance to beginning professionals is not provided or is inadequate.	70
Teaching loads are excessive.	59
There is no systematic, comprehensive plan for faculty development.	49
Some buildings are not handicap accessible.	46
Student population is not culturally diverse.	43
Unit does not conduct systematic evaluations and follow-up studies of one or more of its programs.	42
Candidates do not have adequate or systematic experiences with culturally diverse populations.	42
Recruitment plan for a culturally diverse student population is insufficient or nonexistent.	41
Professional studies lack attention to global awareness.	39
Professional studies lack attention to multicultural perspectives.	38
Policies and practices do not accommodate sufficient involvement in scholarly research, field-based, and/or professional activities.	37
Evaluation results are not used to modify and improve programs.	30
Courses and experiences do not always reflect coherent/definable knowledge bases.	29
There is no systematic and/or rigorous instructional quality-control mechanism.	28
There is an insufficient number of faculty to support staff.	28

SOURCE: National Council for Accreditation of Teacher Education

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of South Carolina, says she willingly became a volunteer. "I'm a believer in the process," she says. "I saw what this did for us."

Catching On Slowly

The primary goal of the training is to immerse the volunteers in the standards and their application.

Early in the week, the teachers and the students grapple with the five standards that make up the knowledge base.

"There is no one right and correct knowledge base," Ms. Gollnick says.

Working from this premise, the trainees then must discern if an institution's knowledge base meets the criteria. They also have to determine if an institution has a clear mission and if it is woven throughout the knowledge base.

During those first days, many of the volunteers look puzzled. Their anxiety shows up in a satisfaction chart Ms. Gollnick has taped to the wall of the main meeting room. At the end of Sunday, only 24 percent of the respondents say they are very satisfied with the training, and 2 percent are very dissatisfied.

As the pieces start to fit together, and understanding replaces confusion, the satisfaction level rises. By Thursday, 90 percent are very satisfied, while the rest are satisfied.

"It took me a while to catch on. Once I started to . . . I realized what it was all about," says Kathleen M. Stroh, an education specialist from Connecticut who was nominated by the American Federation of Teachers. "By the end of the week, I was anxious, but I felt prepared."

None of the issues provokes as much discussion as does multiculturalism. Trainees express uncertainty about how to judge institutional compliance on diversity standards as well as sympathy for those that have tried unsuccessfully to recruit minority students and faculty.

They are told to look at ratios but not to make them the deciding factor. "There is no magic percentage there," Ms. Gollnick says.

They are also told to look for certain clues. Expect more diversity in Miami than in Grand Forks, N.D., Ms. Gollnick says, and examine faculty-meeting minutes to see if it is a major discussion item.

Regardless of how much they sympathize, they must report an institution if it does not meet a standard, the instructors caution repeatedly.

That is one of several broad themes the participants are schooled in throughout the proceedings. They are also counseled to err on the side of finding a standard unmet, because it will be better for the NCATE panel responsible for a final decision on accreditation to overturn the site team's decision and find in favor of the institution, rather than the other way around.

As Ms. Gollnick reminds them, "Part of the role you will play and NCATE will play is to push institutions to do better."

As much as possible, the training is designed to resemble the actual site visit.

During a real site visit, the team first meets on Sunday night, when members release their initial ratings on the criteria. They meet again on Monday evening to see if the ratings have changed after they have had a chance to check the documentation room and interview administrators, faculty, and students.

On Wednesday, team members write reports for each of the standards. "Everything has to be resolved before teams leave the site," Ms. Gollnick says.

A Practice Site Visit

Before their visit to the University of Florida, the trainees have been broken down into small teams and have discussed their initial pre-visit findings. The team chairman has assigned them to interview certain people and to be responsible for gleaning information and writing the report for specific standards.

They are cautioned not to ignore the standards for which they will not be writing reports.

Unlike an actual site visit, in which one-on-one interviews are conducted, about six trainees sit in on each interview in Gainesville.

In general, the trainees ask pointed questions that elicit relevant information.

Most of the miscues are minor. For instance, some trainees take copious notes, while others do not unless their own questions are being addressed.

Only one obvious mistake is witnessed, when a trainee tells Dean Smith to "shut up."

Dean Smith gave the trainees high marks over all. "The questions that I got really tracked with the criteria for compliance," he said.

In some areas, "I could have been pushed harder," he conceded.

When the trainees return from the campus, the teams seclude themselves to discuss their findings and form a consensus for the final report.

To reduce the number of snags, these trainees will be meshed with veteran team members as they fan across the country this spring.

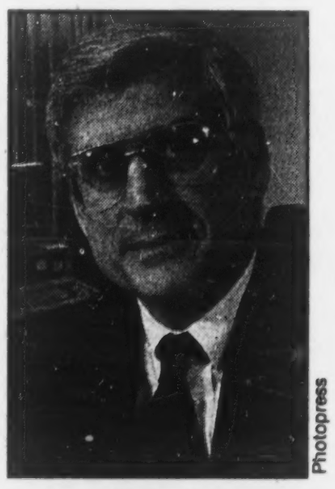
Lloyd C. Culberson, a high-school teacher from West Virginia, will be one of them. "It's exciting; it's energizing," he said of the experience that affirmed some of his beliefs about teaching and led him to question others. "I'll come back [to the classroom] all fired up."

Educators Divided on Value of Revamped NCATE

Photopress

GENE WILHOIT
NASBE

"There are a lot of policymakers sitting back and making sure [the NCATE review] is going to be a serious, rigorous process."



Photopress

ALLEN P. SPLETE
Council of Independent Colleges

"We feel a good grounding in discipline and a broad general education are good preparation for teaching, and NCATE and some others don't see eye to eye with us."

JANE A. AMERO
Maine state board of education

"What I would hope is we could work with NCATE as a pilot program, or they might want to work with us to see how this experiment plays out."

Continued from Page 13

unable to meet the standards.

Undergirding the entire process is the knowledge base—essentially the content and design of curricula for general, specialty, and professional studies.

Some educators, however, have philosophical differences with the knowledge base because it draws substantially on professional studies.

"We feel a good grounding in discipline and a broad general education are good preparation for teaching, and NCATE and some others don't see eye to eye with us," said Allen P. Splete, the executive officer of the Council of Independent Colleges.

The expanding commitment that institutions must make to pedagogy to comply with the standards "endangers general-education requisites, which are the bedrock of liberal-arts colleges," Mr. Splete said.

Other educators question whether the standards are valid.

A paper by a group of Ohio State University researchers led by Donald R. Cruickshank, the coordinator of the teacher-education program area, indicates that 11 sets of standards have been published by NCATE since 1957, albeit some with only minor revisions.

Fifty-five percent of the criteria have withstood the test of time, according to the study, which goes on to show how criteria have gained and lost favor over the years.

The crux of the paper, however, is to question whether the criteria are scientifically valid and to suggest that the time has come to subject them to the appropriate tests.

Mr. Wise, on the other hand, argued that an empirical study such as the researchers propose would be virtually impossible to conduct, since it would require a "control" group of schools to agree to produce a generation of students while consistently violating the NCATE standards.

Several other studies, moreover, indicate that the standards are generally accepted.

In his study, Ball State's Donald Jones posed a variety of questions to the institutional coordinators of the accreditation process.

"Consistently, it is seen as an improvement even by institutions that failed," Mr. Jones said. Moreover, his preliminary data indicate that the majority of respondents would undergo the process again and recommend others do so.

In another study, Kenneth D. Moore and Scott Hopkins of Cameron University concluded that teacher educators viewed the 18 NCATE standards as viable despite having difficulty implementing them.

Standards Applied Evenly?

Even though many educators are satisfied with the standards, they still express exasperation with the consistency of their application.

That is the responsibility of the board of examiners, whose five- and six-member site-visit teams conduct the physical inspections of the institution. Their recommendations are forwarded to the unit-accreditation board, which makes the decision to accredit or reject.

The site teams have been faulted for failing to pay attention to faculty comments, demanding gifts from the institutions, and exhibiting disrespect. Most often, though, the complaints center on the consistency with which the teams apply the standards.

"We thought they ought to be spending more time on preparing and training teams," James Appleberry, the president of the American Association of State Colleges and Universities, said.

Mr. Wise said most site visits go well. "Ninety-eight percent go smoothly, but this is a human institution," he said. "We rely on volunteers nominated by our constituent organizations. It's clear that every once in a while there is a problem."

NCATE had hoped that many of its concerns about the site teams would disappear with the old system. New teams are given longer, more in-depth training and are selected differently. *(See related story, page 12.)*

The new teams are also significantly smaller in size, leading some to wonder if the newly designed teams are able to do as thorough a review as the older, larger groups.

The unit-accreditation board also frequently overturns the site-visit teams' recommendations.

At its last meeting, for instance, out of the 37 units that had been reviewed, the U.A.B. overturned 30 recommendations affecting 18 units.

The result has been that some institutions that expect to be accredited based on site-visit reviews later learn that the opposite is true.

Is NCATE Necessary?

Some institutions wonder if they need NCATE at all.

In 1985, Salisbury State University discontinued NCATE accreditation, in large measure because Maryland officials convinced the university that it was an unnecessary expense, said Doran Christensen, the dean of education at the university.

"I have to ask the question, what good does NCATE accreditation do for me? I can get my teachers licensed in Maryland and other states," Mr. Christensen continued.

Nonetheless, Mr. Christensen said he will recommend that his institution return to the NCATE aegis. "I do believe that national accreditation is essential," he affirmed.

If institutions do not feel the need to be accredited by a national agency, then NCATE has to look to the states to prod them. Unless states are willing to agree to some sort of joint review with NCATE, many institutions are likely to balk at the idea of undergoing separate accreditation processes.

To help resolve some of the differences between the states and the accrediting body, NCATE has formed a joint committee with the National Association of State Directors of Teacher Education and Certification.

Since Mr. Wise took over as head of the agency in 1990, 5 states—Georgia, Maryland, Nevada, New Mexico, and Massachusetts—have sought and received recognition, bringing the number to 24. Recognition implies that NCATE approves of the program standards set by the state.

"The reality is there has not been a mass movement toward NCATE standards in the last few years," Mr. Wilhoit of NASBE said. "There are a lot of policymakers sitting back and making sure it is going to be a serious, rigorous process."

Even if NCATE proves itself, Mr. Wilhoit continued, state boards are likely to want to retain ultimate responsibility for ensuring the competency of teachers.

The formal relationships between the states and the agency do not necessarily mean the institutions are forced to undergo NCATE. Only Arkansas, Florida, Georgia, and North Carolina require NCATE accreditation; Florida and Georgia require it only of their public institutions.

West Virginia required it across the board until November, when the state board of education voted to withdraw the NCATE requirement and create an alternative accreditation route.

But Mr. Wise and some West Virginia educators doubt the state board will be able to offer a viable alternative to national certification.

Some in West Virginia suggested that political pressure had been a factor in the board's decision. Wilmer S. Cody, until recently Louisiana's superintendent of education, agreed that politics plays a role in states with dual accreditation systems.

In Louisiana, private institutions undergo state approval. As a result of behind-the-scenes lobbying, one private school was able to manipulate and circumvent the state approval process for nearly 10 years, during which time it graduated a lot of teachers, Mr. Cody said.

New State Challenges

Meanwhile, NCATE faces a different challenge in Texas. State lawmakers there, mindful of the criticisms of teachers' colleges in recent years, have restricted the number of professional courses for an undergraduate degree.

The law led 10 Texas institutions to withdraw from NCATE. "We never had a beef with NCATE; we didn't feel we could meet [the standards] within an 18-hour lifetime," said Richard L. Simms, the interim dean of the University of North Texas.

While the decision to withdraw did not lead to a drop in enrollment, Mr. Simms' phone did start ringing off the hook. "I personally had to deal with scores of anxiety-ridden parents about this," he recalled. "They were rightly concerned."

"It's important for teacher education to have national standards," Mr. Simms said. "Otherwise, we run the risk of becoming too provincial."

Texas Tech University has decided to stay with NCATE despite the state-imposed limitation. Even if the institution is denied accreditation, Charles W. Smith, the dean of education, said, it will have been a fruitful exercise.

"What you end up doing is a careful, detailed self-study, moving you toward a higher-quality program," he said.

Now some states, including Maine and Arkansas, are considering using outcome-based measurements to license their teachers.

Such a step could certainly change the NCATE equation. If teacher candidates passed whatever outcome-based performance assessments presented them, institutions could point to the assessments and say they no longer needed to go through the NCATE process because they had proof they were preparing competent teachers.

State policymakers do not necessarily rule out a role for the agency in this scenario. "What I would hope is we could work with NCATE as a pilot program, or they might want to work with us to see how this experiment plays out," said Jane A. Amero, the chairman of the Maine state board of education.

Nor does Mr. Wise believe they are incompatible. "It's not likely that we can ever assure the public that a teacher *is* qualified to practice if we skip over the quality-control steps that every other established profession insists upon."

Colleges Council To Explore Creating Alternative to NCATE

The executive board of the Council of Independent Colleges has authorized its staff to examine the possibility of creating an alternative system of teacher-education accreditation.

The council, which represents about 320 small liberal-arts colleges, made the decision two weeks ago based on the recommendations of a task force of college presidents formed last year.

Next, the C.I.C. will try to find some partners in the venture, in particular the American Association of State Colleges and Universities. AASCU, whose roughly 375 member institutions train more than half of the nation's teachers, has expressed concerns about the National Council for Accreditation of Teacher Education since its redesign.

The C.I.C. will also begin surveying all of its members to assess their "depth of feeling," said Allen P. Splete, the group's executive director.

"We're not saying anybody has to leave NCATE," Mr. Splete said. "We're just saying this vehicle doesn't seem to be working."

Complaints Lodged

Both the council and AASCU have complained about the governance and fee stucture of NCATE.

"With the contributions that small liberal-arts colleges are making, they deserve to have adequate representation and their thoughts given a lot of consideration," Mr. Splete contended.

Mr. Splete also noted a perceived difference in philosophy between NCATE and the liberal-arts colleges about the proportion of teacher-preparation courses a student takes as part of his or her overall college education, with the agency placing more emphasis on pedagogy and the schools leaning toward a broader array of courses.

Arthur E. Wise, the president of NCATE, said the revolt was not surprising "given the fact that NCATE is becoming a meaningful accreditation agency and not the paper tiger it once was."

"Schools out there which fear they will not be able to meet our standards . . . will be shopping for an accreditation association whose standards they can meet," Mr. Wise maintained.

Currently, NCATE is the only body authorized by the Council on Postsecondary Accreditation to accredit teacher education.

Data indicate that C.I.C. schools are faring better than are institutions overall. Of the 24 C.I.C. schools that have been reviewed under the new NCATE standards, 78.3 percent were accredited, compared with the overall institutional-passage rate of 66.4 percent. —K.D.

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EDUCATION WEEK

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Nearly 700 Teams Submit School-Design Overhauls

By Lynn Olson

WASHINGTON—Nearly 700 teams from around the country have submitted their best ideas for how to teach children and run schools to the New American Schools Development Corporation, in hopes of receiving millions of dollars in funding.

"We've had a response that frankly I did not dream of or envision," said Thomas H. Kean, the chairman of the corporation, in announcing the number of proposals at a press conference here last week.

"The preliminary designs we've received go way beyond tinkering with the present education system," he added. "They seek a dramatic overhaul of the way we now teach children."

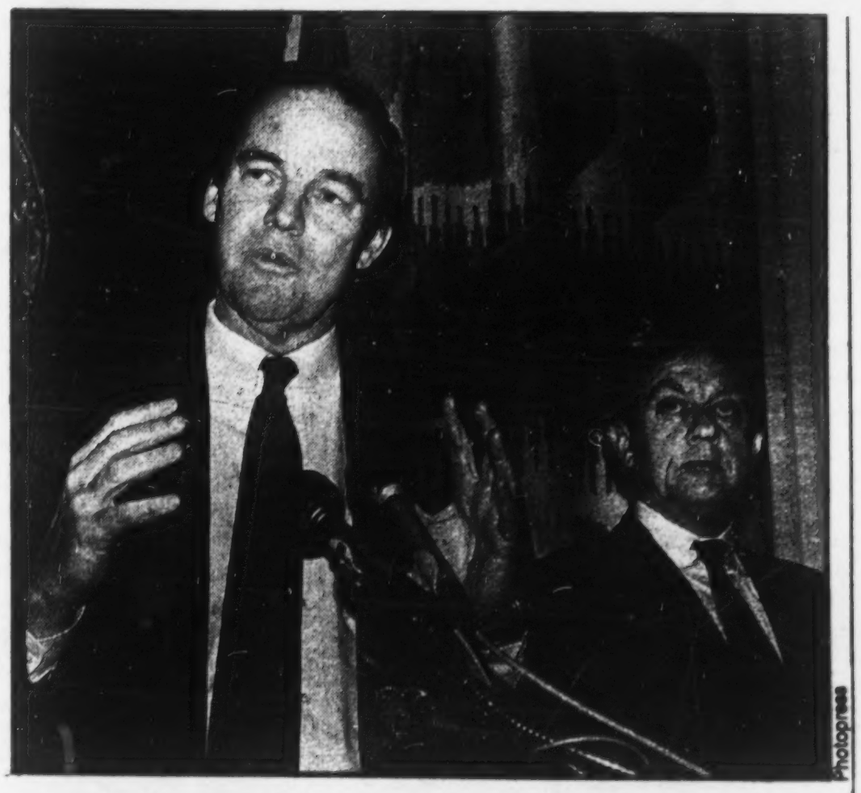
NASDC is a private, nonprofit corporation formed by American business leaders last July, at the request of President Bush, to underwrite the design and implementation of a new generation of "break the mold" schools.

It has pledged to raise $200 million for the effort over the next five years.

A total of 686 design teams submitted proposals by the corporation's Feb. 14 deadline.

By the end of May, NASDC will select as many as 30 of them to

Continued on Page 22



Photopress

Thomas H. Kean, left, the chairman of the New Amer Schools Development Corporation, and C. Reid Rund NASDC's acting president, at last week's press confer

Wisconsin Court Upholds State's Test of Vouchers

Choice Forces Hail Win For Private-School Plan

By Mark Walsh

In a ruling hailed by school-choice advocates, the Wisconsin Supreme Court last week upheld the experimental Milwaukee program that allows a limited number of children from low-income families to attend nonsectarian private schools at state expense.

The 4-to-3 ruling overturned a 1990 state appellate-court ruling that the state legislature had improperly enacted the plan as a rider to an appropriations bill. The majority of the state supreme court held that the program served the significant state purpose of improving the education of children from low-income families, and thus was not a special-interest measure requiring separate passage under the state constitution.

"Clearly, the program is not only of statewide importance but national significance as well," said the majority opinion by Justice William G. Callow, "because education of our citizens knows no boundaries and other states could benefit from the knowledge resulting from this innovative experiment."

The three dissenting justices were sharply critical of their colleagues, contending that the majority was "glossing over" important issues of state law arising from the way the program was enacted.

The Milwaukee choice program has been watched nationally as the first voucher-style plan allowing low-income students to attend nonpublic schools.

National proponents of school choice said the ruling could encourage more state legislatures to enact similar experiments.

"This is the first voucher plan to survive in court," said Clint Bolick, a Washington

Continued on Page 27

Pa. Board Weighs Shift To Requiring Learning Outcomes

By Robert Rothman

The Pennsylvania State Board of Education is slated this week to vote on rules that would make the state the first to require students to master a set of learning outcomes, rather than take a prescribed number of courses, in order to graduate.

Under the regulations, which if approved would take effect this fall, the board would establish a set of skills and knowledge all students should attain, as well as assessments to measure student performance.

Districts would then develop strategic plans—which would have to be approved by the state board—outlining how they propose to enable students to acquire the learning outcomes. Students could then receive a diploma by demonstrating mastery on the outcomes, regardless of how many courses they took.

Robert E. Feir, the executive director of the board, said the proposal is aimed at shifting the state's focus from regulating the process of education to setting goals for the outcomes of schooling.

"Our regulations are very precise with respect to the process schools should follow, without stating the expectations for student achievement," Mr. Feir explained.

Continued on Page 17

Schools Getting Swept Up in Current Of Business's 'Quality' Movement

By Lynn Olson

W. Edwards Deming glowers at the audience. Eliminate merit pay and student grades, he scolds. Stop ranking people and schools.

"These are bad practices," he thunders, "evil practices."

The school administrators scribble away furiously. A few tape his every word.

Mr. Deming, a balding 92-year-old whose physical frailty masks a scalding wit, is the most prominent of a group of management gurus who have recently captured educators' interest.

As little as five years ago, their approach to transforming large, complex organizations—known collectively as Total Quality Management—was virtually unknown in the schools.

Now, education is being swept along by the same current that has already surged

First of Two Parts

through U.S. manufacturing and industry, government agencies, and health-care organizations.

"It's surfacing all over the place," said Lewis A. Rhodes, the associate executive director of the American Association of School Administrators.

For example:

- Last year, the A.A.S.A. created a Total Quality Network to help educators learn more about the concept. It has attracted more than 300 paying members who sign

Continued on Page 25

Shift in Subsidized Day-Care System in Pa. Poses Challenges

By Deborah L. Cohen

Before Pennsylvania instituted a new system for allocating subsidized day-care slots a few years ago, the Lighthouse Family School in Philadelphia had been serving some 150 children, mostly from low-income Latino families.

Under the new system, though, enrollment at the Lighthouse dropped to 54, and five of its eight classrooms remained empty.

Yet, at the same time, there was a lengthy waiting list for day care throughout the city, and ample numbers of the

Continued on Page 16

David Swanson

Patricia Schogel of the Lighthouse Family School in one of five classrooms that are empty, she says, because of a change in the subsidized child-care system.

Also in the news

5 **The Ad Wars**
Marketers and watchdogs face off over the increasing amount of advertising directed at children.

IN SUMMARY

Chafing Over Choice
A new "controlled choice" plan unanimously approved by the Indianapolis school board is facing criticism even from board members themselves.
Page 5.

Tightening Security
In the wake of the fatal shooting of two students at a Brooklyn high school, New York City officials last week unveiled a $28-million effort to curb violence in the city's schools. **Page 5.**

Computer Kudos
School officials in Montgomery County, Md., are suggesting that a new computer system is partly responsible for dramatic increases in student-test scores in the district. **Page 8.**

Paying for College
The R.J.R. Nabisco Corporation has announced an education-assistance program that it hopes will eliminate the financial barriers to postsecondary education for its employees' children. **Page 10.**

Back to Reform
Thanks to a promise of no new budget cuts, Ohio lawmakers and educators may now turn to drafting major school-finance and classroom and governance reforms. **Page 12.**

Migrant Panel Tiff
The chairman of the national migrant-education panel threatened to resign last week following a heated argument with two members of the Congress on the panel. **Page 18.**

Appointments	32
Capital Update	21
Commentary	28 and 40
Deadlines	32
Events	31
Federal File	18
Focus On: Administrators	6
Legislative Update	15
Letters	29
Marketplace	33
State Journal	12
Technology	9
Vocational Education	10

CONVENTIONS IN PRINT
A special pullout guide to the annual convention of the National Association of Elementary School Principals.
Begins opposite page 20.

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ACROSS THE NATION

NATIONAL

Survey Finds Most Youths Pessimistic About Future

More than half of today's youths believe that life in the United States will be worse a decade from now, according to a national survey conducted for Scholastic Inc.

The poll—conducted Feb. 20 of more than 2,800 3rd- to 12th-grade students in public, private, and parochial schools—showed that only 23 percent of those polled thought life would be better 10 years from now than today. Older students were even more pessimistic; fully 64 percent of high-school students said life in 10 years would be worse.

The students polled by Chilton Research Services, a national marketing-research firm, said they were most worried about drug use (56 percent), AIDS (50 percent), and unemployment and the economy (38 percent). Only 15 percent said they worried about education.

The survey also found that older students were much more skeptical of the ability of elected officials to solve the nation's problems. Thirty-five percent of 3rd to 5th graders said that the best-qualified candidates run for President; only 12 percent of high-school students agreed. Fifty-three percent of the youngest age group said that most elected officials care about their concerns; only 17 percent of high schoolers thought so.

High-school students were especially critical of President Bush's performance. Only 8 percent of students in grades 9-12 gave Mr. Bush an A, while 46 percent of the youngest students polled did so. ■

STATES

Survey Finds Mass. Districts Hit By Recession, Spending Limits

Spending restrictions and a depressed economy have forced Massachusetts' school districts to cut academic programs, staff sizes, and transportation services and to institute fees for extracurricular activities, according to a survey conducted by the Massachusetts Association of School Committees.

The severe cuts are a result of the adoption in 1980 of Proposition 2½, which caps local spending, coupled with steady reductions in state aid to localities, the report says.

Budgets for the current school year were lower than last year's in 44 percent of the districts, while they were held to less than 4 percent increases in another 36 percent of the districts.

Districts that attempted to override Proposition 2½ failed three out of five times.

More than 80 percent of the responding districts said they had cut academic programs, chiefly in music, physical education, industrial arts, home economics, reading, and guidance.

All but 6 percent said they had to reduce size of their professional staff between 1991 and 1992, and one in four districts said they were forced to reduce or eliminate transportation services.

Fifty-eight percent, or 210, of the state's school districts responded to the survey. ■

DISTRICTS

Federal Judge Holds Oakland May Delay Redistricting Effort

A federal judge has turned back an effort by Hispanic and Asian-American voters in Oakland, Calif., to require city officials to redraw local voting districts before this November's elections for school board and city council.

Population variances in the current districts, which were drawn on the basis of the 1980 census, have become more pronounced in recent years and should be corrected in light of the 1990 census before the city's next planned redistricting in 1993, according to backers of the lawsuit filed last November.

U.S. District Judge Fern Smith ruled last month, however, that while the city's reapportionment delay was "constitutionally suspect," it was justified by the city's efforts to base the new districts on revised census data.

Oakland voters have approved a ballot measure that would create a 10-year redistricting cycle that would begin in 1993.

Currently, the local school board has no Asian or Hispanic representatives. Together, the groups account for about 15 percent of the city's population.

■ **Three former members of the Harlan County, Ky., school board have filed a lawsuit in county circuit court challenging the state education commissioner's constitutional authority to remove local school-board members.**

The three men were ousted by the state school board after a weeklong hearing. A fourth board member and the district's superintendent resigned shortly after the state lodged its charges last year.

In their suit filed last month, the board's former chairman, Benny Dale Coleman, and the ex-board members, Ronnie Ball and David Lewis, charge that the education department exercised powers reserved for the state attorney general. The men claim they still hold office and are seeking a court order preventing their replacement.

The state had anticipated that the Harlan County decision would spark a challenge to the governance provisions of the 1990 Kentucky Education Reform Act.

In the lawsuit, the men contend their rights to a jury trial were violated and say they are considering a federal lawsuit alleging that they were denied their rights under the First and Fourth amendments to the U.S. Constitution.

■ **The Baltimore Teachers Union has sued the city of Baltimore, charging that a salary-reduction plan there is unconstitutional.**

The union, which filed suit last month in federal district court, objects to the city's decision to save money by not paying teachers for one week of work. That works out to a 2 percent pay cut.

The state board of education rejected an earlier proposal to furlough teachers and close Baltimore's schools for a week because students would have been in school for fewer than the state-mandated 180 days.

A second lawsuit, filed by the union in

Crossing the Red Cross

Barren County, Ky.'s Red Cross School, named for the century-old community it serves, has been receiving a lot of attention lately from the American National Red Cross, and not because of blood drives.

Recently, the county school board received a letter from the charitable organization informing it that its use of the name "Red Cross," a registered trademark, was considered unauthorized.

The letter stunned administrators of the 80-year-old school.

"We're not trying to take advantage of the Red Cross name," said Roy Withrow, the superintendent of the Barren County schools.

According to Mr. Withrow, the U.S. branch of the international organization had not realized that the 210-student elementary school was a public school. After he explained the situation, the American Red Cross decided not to take further action, Mr. Withrow said.

"They should have checked their facts before proceeding," the superintendent said. "It would have saved everyone a lot of trouble."

The Red Cross had learned of the school's existence during a routine Dun & Bradstreet trademark search. The school's name may have appeared on the list because of bonds it had issued, said Margaret McCarthy, a spokesman for the organization.

YOUR USE OF THE RED CROSS NAME IS UNAUTHORIZED. AND WE HOPE YOU ARE NOT MAKING ANY UNAUTHORIZED BLOOD WITHDRAWALS.
RED CROSS SCHOOL
P. Steiner
Peter Steiner

The Red Cross has apologized in writing and, in future, Ms. McCarthy added, "each situation will be taken on its own merits."

—L.D.

Corey Lowenstein

Two Bridgeport students—Anne-Marie Clement, a native of Haiti, and Loi Nguyen, from Vietnam—show dolls from their countries to James A. Connelly.

and Naturalization Service," and have been ill-prepared to deal with new influxes of students from diverse language groups.

"If you begin to look at the statistics, this is a very, very complex problem," says Mr. Smith, noting that the 6 percent of Maine students who are limited-English proficient come from 72 different language groups, including several Native American tribes.

Sharing Information

Ms. Becker describes the council as "a grassroots movement" consisting of "superintendents addressing their local needs, their statewide needs, their regional needs, and their national needs, probably in that order."

The council holds summer institutes on educational and advocacy issues related to language-minority students, runs a clearinghouse at Brown University to distribute relevant information, and publishes a quarterly newsletter highlighting promising practices in the field.

The council also lobbies at the federal level, and conducts state meetings at least twice a year to address issues specific to its member states—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont.

But the council's most important function, many members say, may be as a mechanism for allowing superintendents to gather informally and talk, in a positive and non-threatening manner, about their concerns in dealing with language minorities.

With 2,500 L.E.P. students among Bridgeport's total enrollment of 20,200, Mr. Connelly says, he is looking for ways to swap information with his counterparts in districts dealing with similar situations.

"Generally speaking, when superintendents confront the issue of bilingual youngsters not receiving appropriate instruction, it may be through a court order or a group of citizens demanding services for their kids," says Peter J. Negroni, the superintendent of the Springfield (Mass.) Public Schools and a member of the council's advisory board.

"Our perspective is not, 'You are doing something wrong, and you should be doing it right,' " Mr. Negroni says. "Our perspective is, 'We are sharing information about mechanisms to appropriately educate youngsters who are limited-English proficient.' "

"Superintendents listen to other superintendents," he notes.

The council has proved particularly valuable, Mr. Negroni points out, to superintendents who are encountering language minorities for the first time, and could use guidance from those with more experience.

"Everybody, no matter where they are now, are beginning to get a few" L.E.P. students, Mr. Negroni says. "It is not something that just affects the urban centers."

Through the council's summer institutes, its members say, districts in New Hampshire, Vermont, and Maine, which have experienced new influxes of language minorities, have benefitted from the experiences of districts in Massachusetts, Rhode Island, and Connecticut, which absorbed similar influxes years ago.

Speaking With a 'Powerful Voice'

Ms. Becker says the superintendents collectively "speak with a very powerful voice" on language-minority issues. And that voice appears to be heard in Washington, D.C.

Rita Esquivel, the director of the U.S. Education Department's office of bilingual education and minority-languages affairs, has kept in close contact with the council and has referred to it as a model for bringing about needed changes at the local level. Ms. Becker says that the New England Multifunctional Resource Center received a $77,000 grant from OBEMLA this year to help keep the council going.

The council has also lobbied the Congress on refugee assistance and other issues, with mixed success.

At the state level, council members in Connecticut have played an instrumental role in developing certification requirements for teachers of language minorities, and in having L.E.P. students exempted from taking some standardized tests that advocates say impact them unfairly.

Paul S. Danyow, the superintendent of the Burlington (Vt.) Public Schools, says council members in that state have worked to bring businesses, social-service agencies, and educators together to help smooth the transition of immigrants and refugees to life in their communities.

Among other successes, council members have secured federal funding for an L.E.P. program in Rhode Island, and have established new training programs in Massachusetts.

Since its establishment, the council has inspired the creation of a similar organization for superintendents in Texas.

And Huong-Mai Tran, the director of the Multifunctional Resource Center for mid-Atlantic states, says representatives from eight states in that region plan to meet March 26 to discuss forming a group of their own. ■

Q. You've also tried to set up some programs for people not normally served by schools, such as homeless adults and parolees. Is that the kind of outreach more school leaders should see as an obligation?

A. We want to try to create an environment wherever we can so that all people can be successful. In Louisville, that's what we've done with homeless children and their parents, with literacy programs, and with other people who may be in trouble with the courts.

We've tried to respond so that we're not just dumping people out on the streets, but we're trying to help take them off the streets and help them obtain the skills and the education they need so they can be productive.

It's been amazing to us how well people who do not fit a traditional school do when an alternative program is worked out, where they can survive and their needs can be met.

Q. Have your ideas about the superintendency and school administration changed much in the 20 years you've been a superintendent?

A. I think the basic principles that I've had haven't changed, but how we accomplish those principles has changed a great deal. I've become much more flexible. How you deal with a complex city or society, how you involve people, and how you deal with the legal issues, that's all changed my management style.

The diversity of the student body, and even the values of our parents and others have changed so much. We have to respond to those in positive ways.

At one time, I think I would have been much more narrow in my view. Today, I recognize to a much greater extent the value of diversity and what it can do to strengthen our schools, our community, and our society in general.

Q. Do you see more changes in coming years?

A. We have just begun in this whole thing. I see great changes coming, but they're positive changes. I think we've got some deep water to go through in trying to improve quality and keep very high standards. But I see that as a challenge, not a hurdle that we can't get over.

Education in the future is going to have to look and feel different than it has in the past. We're going to have to deal with what I would term systemic changes, not just piecemeal changes. And that's going to cause us to rethink the whole environment that we create in our schools.

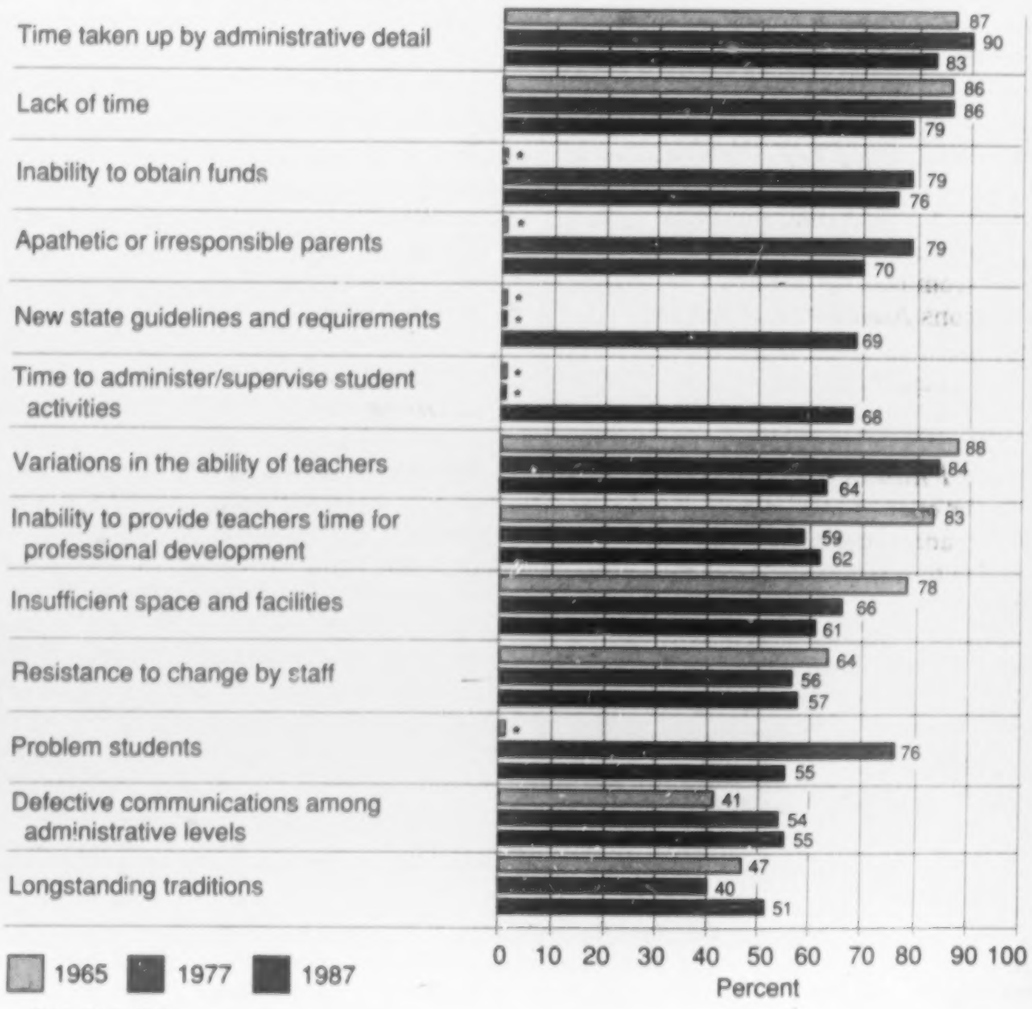
It's going to take a different approach, a different style of delivery. And it's going to call for high use of technology. In the process, we're going to change how we work with students.

Teachers are going to change. They're going to have more of the state-of-the-art tools of computers and technology that will help them give work that's meaningful to students, so that students are more interested, more challenged, and want to achieve. ■

DIMENSIONS

Administrative Roadblocks

Secondary-School Principals' Reports



* Data not available.

SOURCE: National Association of Secondary School Principals